



Chapter 4

EXISTING LAND USE AND COMMUNITY CHARACTER

INTRODUCTION

What type of community is the City of Franklin? How many times have residents at zoning hearings voiced their concern for the character of their neighborhood and indicated that the proposed land use was a threat to them? Think for a moment about what makes the City attractive to new development. Ultimately, the success of a community's economic or development strategies is related to how prospective residents or businesses view the community; it is also related to how the community preserves those characteristics that make it an attractive community. The best measure of this is "community character."

Community character analysis is a comprehensive approach to land use planning that provides a sound basis for making land use and zoning decisions. It integrates land use and the environment into a systematic means of decision-making that ensures that a community grows into the type of community it wants to be.

As in all communities, there needs to be a clear understanding of what is happening in the City relative to land use, development, and zoning. Many zoning disputes place the City in the position as mediator between the designs of developers and the concerns of neighboring residents. The analysis of community character enables the City to evaluate the impact of a proposed development on the community on an ad hoc basis. More importantly, it permits this Plan, and ultimately its implementing zoning ordinance, to be designed to protect the character of the City and its individual neighborhoods and planning districts. It also provides the analytical tools to make the determination of what constitutes an adequate transition between land uses of differing intensities as well as zoning districts of varying types and intensities--one that will protect land uses and zoning districts from adverse impacts.

The contrast between the built environment and its natural setting is part of the essential character of the City of Franklin. Inherent in the different types of community character are specific relationships within the larger environment and open space areas in general. In many respects, as pointed out later in Chapter 5, the existing zoning regulations of the City need to be modified in order to better assist in the preservation of the City's community character.

COMMUNITY CHARACTER ISSUES

Preserving community character is a sensible course of action. Direct competition exists between the need to preserve natural resources and community character and the locational desires of residents and businesses. The issue is not the respective positions of residents, business people, landowners, and developers. However, the feelings of these individuals highlight their concern and typically identify the erosion of community character as an issue. All too often citizens fail to recognize that they are destroying the very character that attracted them to the area in the first place. They are repeating the mistakes that were made in those suburban areas which are located further into the more urban parts of the Milwaukee metropolitan area.

The first effort that is needed is to understand the elements that provide an area such as the City of Franklin and its neighborhoods with a particular community character. From that understanding, it is possible for the City to make informed decisions on the character that is desired in different parts of the City.

The second issue, therefore, is that plans and some form of regulation will be needed to achieve the preservation of the desired character. In many communities, past failures in effective land use planning and design are related to two things: the lack of adequate plans and effective regulations that meaningfully address the community character issue, and the reliance on negotiated land use regulations.

Many community comprehensive master plans and their implementing zoning regulations are a late response to unfortunate experiences with bad development. The preservation of community character requires far more than the regulation of lot sizes and land use as is indicated throughout this Plan.

This Plan uses community character analysis as a land use planning tool, so that the City will be capable of dealing with the interrelated nature of its community character, land use, and the natural resource base features. This analytical tool is an integral part of this Plan and, ultimately, the regulations which will implement the City's plans and their components. The community character system of land use planning is outlined and explained in the next sections.

COMMUNITY CHARACTER

On the simplest level, the class of character associated with a community can be described as urban, sub-urban, or rural. Each major character class is divided into distinct sub-categories or character types that have very specific planning and design characteristics; thus, they need to be treated separately.

Some communities have evolved in terms of scale--from hamlets to large cities--while other communities have changed in terms of type from rural areas to sub-urban areas with progressively more urban characteristics. How to grow without destroying the City's existing community character is, therefore, a major decision that City officials must make.

Community character analysis is a descriptive land use planning tool. However, when human values and perceptions are taken into consideration, the relative merits of the different classes and types of community character take on a different dimension for each area analyzed.

The character of a community generally changes gradually over time through a series of incremental decisions. All too often, citizens suddenly discover the character of their City or neighborhood has changed, view the change as a problem, and typically react by trying to reverse the trend. Unfortunately, this action is generally taken after the desired character has been lost forever and the reaction of the community is too late to make a difference. Whether uncontrolled change is the result of an inability to sort out the implications of slow gradual growth or unwise decisions that create an undesirable change, this problem is best solved by developing a means to analyze and predict community character. In the case of the City of Franklin, community character is analyzed and planned on a City-wide basis, neighborhood basis, special planning district basis, and planning area (sub-neighborhood) basis. (Community character goals are set in Chapters 6, 8, and 12 of this Plan.) Then potential actions which will cause character to change can, thus, be evaluated.

It is clear that it is necessary to retain the essential elements of the City's present character in many parts of the City and, thus, limit actions which will threaten to disrupt that character. Where the City plans to change the character of the area, proper planning will ensure achieving the desired community character(s).

In order to effectively manage growth, the citizens of the City of Franklin have determined, through this Plan and its various components, what sort of character they wish for the City. This includes the City as a whole, neighborhoods, special planning districts, planning areas (sub-neighborhoods), the general surroundings, and, in some instances, specific projects or parcels of land.

COMMUNITY CHARACTER ANALYSIS

Since the character of a community is a critical issue that lies at the root of most disagreements over land use planning, zoning, and development, the portrayal of a community's character often times relies only on a verbal description. Many citizens can

recite key ingredients: wetlands, woodlands, the rural atmosphere of some areas, the suburban atmosphere of other areas, the residential neighborhoods, its open space characteristics, the Root River and its subordinate streams, the St. Martins area, the S. 27th Street area, and farms. Some in the City believe that the City is a jewel in the metropolitan Milwaukee area and should be protected from the potential adverse impacts of development. Consequently, each person has a different perspective on community character.

Another problem with using words to describe community character is that words are subject to a wide degree of interpretation. "Rural" is viewed quite differently by residents of the City than by the residents of the neighboring unincorporated areas of Racine County. The term "village" is viewed quite differently by the residents of the St. Martins area than the residents of the nearby Village of Greendale. The same is true of many of the other terms used by people to describe various elements of community character. Thus, it is important to establish a common framework in which to define the community character of the City of Franklin and its various subareas.

Since everybody has personal preconceptions about a community and its character, and may also have very different interpretations of the general words commonly used to describe community character, the ability to precisely describe character, and communicate it accurately and consistently to third parties, is important. Using the precise system of **community character analysis** enables the classification of the City of Franklin and its various neighborhood areas, special planning districts, and planning areas (sub-neighborhoods) in an objective, rather than a subjective, fashion. Indeed, it forms a sound and rational basis upon which to make land use planning and zoning decisions.

THE COMMUNITY CHARACTER CLASSES

The community character analysis, as presented for use in preparation of this Plan, has three major character classes--rural intensity, sub-urban intensity, and urban intensity. However, as is true with any ordering system that defines different groups along a continuum, there are transitional categories. While there are numerous special classes that can be created within this basic framework, it is useful for this discussion to further divide each of the three community character classes into two community character sub-classes or "types" each.

The resulting six community character types are representative of communities that are typically found in most metropolitan areas. Numerous examples will be cited to show how they are represented in the City of Franklin, its various subordinate neighborhoods, special planning districts, and planning areas (sub-neighborhoods). It should be

understood that character is a dynamic characteristic which, in most cases, will undergo some changes as the community grows.

The Urban Intensity Class

Our discussion will use two urban character types--the urban type and the urban transition or auto-urban type. All urban character types require a site to be completely cleared of naturally growing vegetation for a development to occur. Land coverage of the site by buildings and pavement is very high. Although urban character type projects can be sited to take advantage of visual resources, they typically devastate the land upon which they are built. In fact, all forms of urban development destroy the natural environment. The intensity of urban developments requires full utilization of the site, which means the developers will completely recontour the land, reroute stormwater, and otherwise modify the natural environment. This is not to say that urban development is bad, but simply that development which is urban generally destroys the natural resources of the area it occupies. There are urban environments throughout Europe and along the eastern seaboard of the United States that have been heavily modified but are still attractive combinations of urban and spectacular natural environments.

Urban

This type is the highest intensity of the two urban intensity types. It remains the classic urban design-type of environment in which buildings define and enclose spaces. The spaces are architectural in appearance and often function well with little or no vegetation. The ground is likely to be paved. The urban environment is designed to bring people into close contact and to maximize personal interaction. Congestion is desirable, and privacy is typically obtained in private interior spaces or small walled courtyards. The skyline is architectural and is defined by the roof lines of the surrounding buildings.

The classic downtowns of many southeastern Wisconsin communities are good examples of urban environments whose scale is in keeping with humans, such as the Cities of Burlington, West Bend, Cedarburg, and Elkhorn. A completely different type of urban area exists in the City of Milwaukee central business district with its multitude of high-rise buildings.

Urban Transition (Auto-Urban)

This type is a transitional category between the urban intensity and the sub-urban intensity community character classes. Here the well-defined enclosures of classical urban design

are missing. The degree of enclosure is inadequate to focus and direct human activities, as is the case of the urban environment, but is sufficiently high so that the feeling of sub-urban intensity class openness, lack of congestion, and privacy are lost. The buildings are typically widely spaced, which tends to destroy any sense of place. The lack of a sense of place is further aggravated by parking lots and roadways in the spaces between buildings. For the most part, the urban transition character type is the result of high activity areas served by automobiles and separated by bits of lawn. In more particular terms, the urban transition areas can also be thought of as being "auto-urban."

The auto-urban type of environment is a relatively recent phenomena developed in many suburban areas following World War II. It develops as urban uses locate in previously undeveloped areas and are surrounded by parking lots. These otherwise urban uses can be impoverished environments for their users and, in general, need to be designed to accommodate human needs and the required intensive automobile access. They are, in fact, traditional downtown urban activities transferred to outlying collector and arterial street and highway locations. While the ubiquitous strip shopping center is generally thought of as a creature of the suburbs, it is actually an urban transition type.

Auto-urban uses are urban primarily because of their functional characteristics. They serve the same commercial functions that urban areas do, but they differ from traditional urban centers because of their subservience to the needs and demands of the driver.

The impacts of the roads and parking areas required for automobiles are the driving forces that determine the character of this type of environment. The strip development along S. 27th Street between the Cities of Franklin and Oak Creek, and extending northerly through the City of Milwaukee to W. Oklahoma Avenue, is an example of the undistinguished development that tends to characterize urban transition development. Another example is U.S. Highway 100 extending from the southern boundary of the Village of Hales Corners northerly through the western edge of Milwaukee County. Another example is S. 76th Street as it extends from the southern boundary of the City of Greenfield northerly to W. Oklahoma Avenue.

The Sub-Urban Intensity Class

The sub-urban intensity class environment borrows some aspects from both rural and urban intensity class environments and is not a blend of them. There are two sub-urban intensity class community character types--the suburban type and the estate type.

Sub-urban intensity class areas contain many buildings which begin to enclose space. However, that enclosure is not complete. The successful sub-urban intensity class area contains views across open landscape from clusters of development. The borrowing of

open space by development is one of the most important factors in determining sub-urban intensity class environments. There must be space and a lack of congestion, and privacy should be achieved without resorting to protective enclosures such as fences.

In sub-urban intensity environments, there will be a balance between buildings and open space: the buildings make it an architectural environment that is moderated by "borrowing" nearby open space to maintain the open characteristics that distinguish the sub-urban intensity class areas from urban intensity class areas.

Typically, for the City of Franklin, lot sizes for sub-urban residential development range from about 10,000 square feet to five acres in area depending upon whether the development is in the suburban or estate character type. The City of Franklin has extensive areas of suburban class development. Lots provided with sanitary sewer service in the City of Franklin are generally of a sub-urban class character. In many sub-urban class areas, no matter how much care is taken in site planning and design, many of the natural resources of the community will not be preserved. Fortunately, this has not entirely been the case in the City of Franklin. The most that typically can be done in many communities is to protect some resources through open space provisions and mitigate the damage that occurs with performance-oriented planning and design standards. In general, open space and mitigation will enable the City to preserve a high quality living environment—one that will retain the essential components for its residents. In many sub-urban class developments which already exist in the City, many of the natural resource features have been successfully preserved through the preservation of the City's delineated primary and secondary environmental corridor areas and isolated natural areas. The preservation of extensive wetland areas in the Mission Hills Neighborhood is an excellent example of this.

Mitigation of damage to community natural resource features is the essential strategy to be used in sub-urban class areas. Landscaping and other regulations that control building placement and environmental damage are key elements in this strategy.

Suburban

Suburban, as used here, refers to the more intensive portion of our community character continuum. The term "suburban type" should not be confused with the "sub-urban intensity" community character class. Suburban communities have sufficient open space between, or within, developments to provide the needed contrast and balance to the buildings. The open spaces have lost their architectural quality and have a maintained garden or natural appearance. It is important to understand that "suburban," as used here, describes a form of development and does not take on the usual locational or geographic meaning of the word.

All suburban environments are based on borrowed space. Even though borrowing nature or views from adjoining open lands can preserve some important aspects of the environment, suburbs are built-up areas. Visual resources enhance the suburban environment, but resources must also be sacrificed to build suburban communities.

In the City of Franklin, the suburban character type is characterized by residential lot sizes of from 10,000 square feet to 43,560 square feet (one acre) in area. The Southwood East and Mission Hills subdivisions and their various additions are good examples of suburban type character development in the City of Franklin.

Estate

This character type represents the low intensity end of the suburban class portion of the community character scale. Here, individual properties are large enough to provide an extensive open feeling, and there is less reliance on borrowed land to promote this open feeling. In general, open spaces have a slight dominance over man-made components. The lots take on an estate-like quality and are large enough so that privacy is secured without resorting to the use of fences.

In the City of Franklin, the estate character type is characterized by residential lot sizes of from one to five acres. The scattered development located in the area bounded by W. Woelfel Road on the south, W. Rawson Avenue on the north, STH 100 on the west, and S. 92nd Street on the east is an example of an estate type character of development in the City of Franklin.

The Rural Intensity Class

There are two rural intensity class community character types--the countryside and the rural types. Whether it is a natural area (such as an environmental corridor or isolated natural area) or farmland intensively modified by man, the essential ingredient of rural intensity class areas in the City of Franklin is a **landscape** quality in which open space dominates. The term "landscape" has intentionally been selected because the spatial and visual characteristics of rural character types have more in common with landscape painting than with urban design. Indeed, the beauty of the landscape and rural environment of certain portions of the City makes the City of Franklin attractive to businesses and home buyers alike. If man-made structures are present, they are isolated and minor visual features in the context of a larger landscape. Horizon, land, and sky dominate, not buildings or other man-made structures. Human activity is associated with nurturing the land (agriculture) or enjoying it (recreation).

What creates a landscape? In the City of Franklin the woodlands, wetlands, the Root River, other drainageways, vistas, open farmlands, and old agricultural fields create the rural landscape. Buildings in the rural areas of the City, for the most part, appear in the background or middle-ground as part of a rural vista. Occasionally, these structures may be in the foreground, but in these instances, they are structures that belong to the landscape: farmhouses and farm buildings.

Typically, for the City of Franklin, lot sizes or parcel sizes for residential development in the rural intensity class range from about five acres to over twenty acres in area.

Countryside

This is a transitional character type between the estate and the rural type characters in which the open space and rural character clearly dominate over the suburban type character elements. The countryside character type typically exists on the fringes of cities or metropolitan areas where small areas of suburban use intrude into an otherwise rural environment. There are numerous examples of scattered residential areas in the City of Franklin located, for the most part, south of W. Ryan Road where the surrounding land is still in agricultural uses or in a natural state. The residents of these areas rightly feel that they live in the country, and from that feeling the term "countryside" is used. However, the presence of their homes is a sign that the purely rural character of these areas has been modified.

Space is the countryside type's dominant feature, and the horizon is largely unobstructed by buildings. Sub-urban or urban intrusions appear as background areas that are visually isolated in the broader landscape. These are considered sparsely settled rural areas. Typical individual lot or parcel sizes for countryside type residential uses in the City of Franklin range from five to twenty acres.

Rural

This character type is an undeveloped landscape of farmland, fields, wetlands, or woodlands. The land may have been extensively modified for farming or other agricultural purposes. Buildings are part of the landscape but, where they do break up the horizon, they are generally associated with the landscape (farm buildings) rather than with sub-urban or urban areas. The majority of the southern one-third of the City still has this rural character. However, the purely rural type of character can still be found in other sparsely developed portions of the City.

The rural landscape in the City is a mix of farmland and natural areas. Because the farms of the rural character type are production units, intentional landscape enhancement should only be required in areas where nonfarm development is occurring, such as the Metropolitan Milwaukee Landfill area in the City of Franklin. Visually, there is no real basis for a distinction between countryside and rural character types, except for a matter of degree. The difference in the use of land, rather than the intensity of development, is important. The countryside character type represents the first tentative stages of suburbanization. In contrast, the rural character type results from a pure or nearly pure agricultural area and economy. Typical individual land parcel sizes for rural type uses in the City of Franklin are in excess of twenty acres in area.

COMMUNITY SCALE

The community character types comprise an important element in defining community character for the City of Franklin. There are also different scales of human communities and settlements. There are areas in the City, such as the St. Martins area, where the scale of settlement is very small and, as a consequence, the human scale is significantly important--allowing one to quickly traverse the area on foot in several minutes. At the other end of the spectrum are large metropolitan areas, such as the entire Milwaukee metropolitan area, where the individual is minute in comparison to the whole. An hour or more of auto travel may be needed to traverse the community from the Ozaukee/Milwaukee County boundary on the north to the Racine/Milwaukee County boundary on the south. As communities of different scales are discussed, it is important to understand that the larger units are often comprised of groupings of the smaller units. Therefore, the classes of community scale discussed here distinguish between free-standing communities and the components of larger units as are most of the Milwaukee area suburbs including the City of Franklin.

As with the type of community character, the unwitting destruction of a community's scale can be a major urban planning and design problem. The preservation of the scale of clusters and villages is a delicate and difficult matter to deal with effectively. While designing large areas to match a particular type of community character and permitting continued growth is possible, retaining the scale of a village or cluster requires a limit to growth and the preservation of a sharp community edge. Presently, the most identifiable edge of the City of Franklin is S. 27th Street on its eastern boundary. An identifiable edge to the Village of St. Martins is created by the abutting wetlands.

Furthermore, like people, distinct communities must have a separation between them. The distance between communities may relate to topography, with the necessary separation being shorter if the communities are visually separated by topographic features. This is not the case for the City of Franklin. The decisions made regarding the

scale aspect of development will lead to two different types of character in the City. The techniques available for preserving community scale can be controversial; the amount of controversy depends upon how determined a community is in preserving its scale.

The following is a discussion of different levels of community scale: the cluster, village or neighborhood; suburb; city or region; and metropolis. These are illustrated in Figure 4.1 and further refined within the context of the City of Franklin in Chapter 6.

Cluster, Village, and Neighborhood

The cluster is a very small grouping of buildings ranging from three or four to perhaps as many as sixty individual structures. The cluster is the building block for the larger village or neighborhood units. It may be urban or suburban in character class with the possibility of neighboring areas being of any character. The cluster is almost inevitably residential.

The village and neighborhood (including sub-neighborhoods) are social units as well as planning units. Typically large enough to sustain substantial social and economic interaction, they have a number of smaller social units functioning within their boundaries which could include clusters or sub-neighborhood areas. Walking through a village or neighborhood might take as long as five or ten minutes. Both of these areas are large enough to support nonresidential activities which, typically, serve only the immediate area.

Villages may be traditional agricultural villages serving the surrounding farmlands as market centers, or they may be designed to serve the modern suburbanite. Like the cluster, the village and neighborhood areas are distinguished by whether they occur as isolated settlements or as components of larger settlement area. Villages such as St. Martins are currently being submerged into suburban character type forms and may be in danger of losing their village identities.

There is a strong interaction between the type of community character and the scale aspects of a community. A factor called the "paradox of clustering" is critically important. Residential clustering creates space; thus, the dense cluster or village is, in part, dependent upon the space around it for its character. That space permits the community which contains significant urban or sub-urban areas to retain the image of a small rural community. In other words, the rural character of a cluster or village is tied more closely to surrounding vacant land and its small size than it is to the intensity of use within its borders. In the case of free-standing communities in a rural environment, their scale permits them to be viewed as discrete entities in the landscape. It is this relationship which creates the contrasting urban and rural environments. Visitors and residents of

areas that preserve this quality see this quality as "beautiful," "quaint," and "picturesque." The City still has the opportunity to consider the preservation of this form in some areas of the City (such as the St. Martins area) and create new clusters in other areas of the City, including its sub-neighborhood and neighborhood areas, and special planning districts.

Suburb

Suburbs are composed of groups of neighborhoods and are large enough to support a considerable diversity of nonresidential activities. They are distinguished by the fact that they occur as components of a larger settlement area.

In general terms, the City of Franklin is a suburb of the Milwaukee metropolitan area. Historically, the City of Franklin as an incorporated area did not emerge from an independent nuclei of urban land uses but rather from a rural township--the former Town of Franklin--when it incorporated in 1956. Such nonresidential activities can be typified in the City of Franklin by the special highway-oriented commercial areas along S. 27th Street or its many institutional land uses. There are apt to be areas within the suburb that have significantly different types of community character, and this is the case in the City of Franklin. Portions of the suburb may be denser than surrounding areas, although this is not an essential element. The northern two-thirds of the City, in general, fall into the definition of being a suburb.

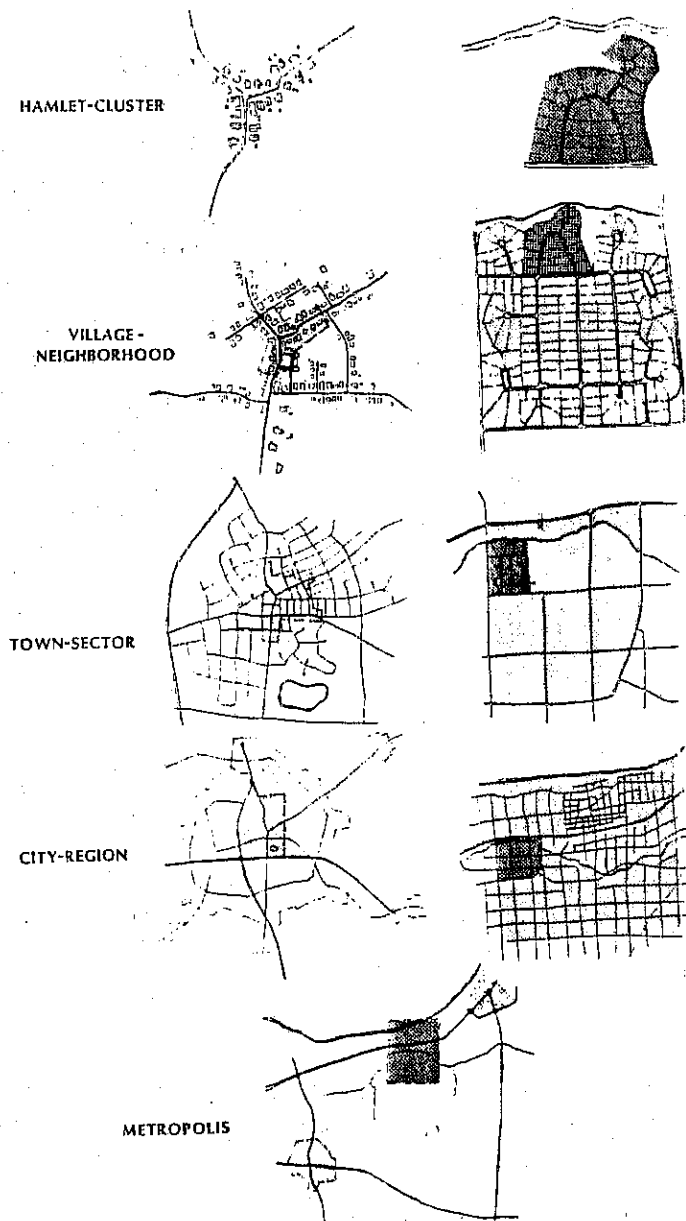
A suburban city, such as the City of Franklin, should have a wide range of land use types providing jobs for its citizens. The provision for these land use types is set forth in Chapters 2 and 6 of this Plan as well as within this Chapter. In our society today, smaller scale communities are unlikely to provide job opportunities for any significant number of their residents.

City or Region

The city or region is a large community. A person can only begin to recognize the immediate environment. Arrival in the city or regional center may be obvious, but most other areas of the city or region do not have this same sort of identity (except to their residents). Except for sports teams, universities, or other cultural facilities, citizens have difficulty identifying with the city or region as a whole. An exception to this, San Francisco, is unusual where the hills and Bay create a unique city-wide identity. For the most part, the size of the city or region dwarfs individual activities in favor of activity centers for large numbers of people throughout the city or region. The City of Franklin can be considered an integral part of the seven-county Milwaukee metropolitan area consisting of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties.

Figure 4.1

COMMUNITY SCALE



Metropolis

This represents the far end of the community size scale. Its size and scale make it an area which includes a wide range of communities mixed together within a very large area. The areas are often so large that they begin to merge. For example, the Chicago metropolitan area is a metropolis.

LAND USE ASSIGNMENT FOR COMMUNITY CHARACTER TYPES

Using the terminology discussed earlier in this chapter, communities can be classified by their community character classes--urban, sub-urban, and rural--as well as by their respective subordinate character types. This kind of analysis has been performed for the City of Franklin. Classifications have been applied to individual land uses in order to plot the existing character of the City as a whole, its neighborhoods, special planning districts, and planning areas (sub-neighborhoods). The analysis was performed utilizing 1" = 400' digitized land use maps prepared by the Southeastern Wisconsin Regional Planning Commission as part of its 1985 regional land use inventory (which included all of the City of Franklin). Under this system, the existing land uses would be assigned only one of the three classifications based upon their relative level of intensity. Table 4.1 lists the assignments which have been used for the City of Franklin, its neighborhoods, special planning districts, and planning areas.

Table 4.1

**SEWRPC LAND USE CODES USED TO DETERMINE
EXISTING 1985 CITY OF FRANKLIN COMMUNITY CHARACTER**

<u>Land Use Category</u>	<u>SEWRPC Land Use Codes</u>
URBAN	URBAN
Residential:	
Two-family	120
Multi-family	141,142,150,431
Under Development	199
Retail Sales and Service	210,220,299,432
Industrial	310,340,399,426,433
Transportation and Utilities:	
Arterial Street	411,414
Collector and Other Streets	418
Other	425,430,434,435,441,443, 445,463,465,485, 499,510,599
Government and Institutional	436,611,612,641,642,661, 662,681,682,699
SUB-URBAN	SUB-URBAN
Single-family	111,113
Recreational:	
Public	437,711,731,781,799
Private	712,732,782
RURAL	RURAL
Natural Areas:	
Water	950
Wetlands	910,G
Woodlands	940,F
Quarrying, Extractive and Landfills	360,930
Agriculture and Other:	
Open and Agricultural Lands	811,815,820,841,871, 921,922,H,P

Notes:

- F Land use code suffix which identifies a woodland resource in an urban area.*
- G Land use code suffix which identifies a wetland resource in an urban area.*
- H Land use code suffix which identifies open space land in an urban area.*
- P Land use code suffix which identifies agricultural lands within agricultural land preservation areas.*

Source: Lane Kendig, Inc. and SEWRPC.

THE COMMUNITY CHARACTER SCALE

The major problem in community character analysis is to quantify community character in a manner that takes the subjective bias out of the analysis and places the analysis into an objective framework. The community character scale achieves this goal.

The community character scale is a version of the triangular diagram engineers use to classify soil types. It is a graph upon which the percentages of three different components can be plotted. Figure 4.2 shows the community character scale with no information plotted. Each corner of the diagram represents the point at which the study area is completely comprised (100%) of a single character. The scales along each side of the triangle permit easy plotting of the percentage of any one of the three classes of character. The six types of community character divide the triangle into six character areas.

In order to use the community character scale, the percentage of an area that is urban, sub-urban, or rural class must be known. Figure 4.3 illustrates a hypothetical area that is 65% rural, 25% sub-urban and 10% urban.

The community character scale is useful not only to plot existing character, but to predict the possible future character of an area. Since, in most instances, rural is assumed to be vacant developable land, all possible futures lie below the existing character point (Figure 4.4). If all future development were sub-urban in character, then the graphing of future character would proceed along a line parallel to the left-hand side of the community character scale. Purely urban development would proceed parallel to the right-hand side of the triangle. Any land to remain rural would create a bottom limit to possible changes in character.

The scale used to this point has been one which provides for large amounts of open-field or farmland in the rural areas. In an analysis of an area that was mostly forested, the trees result in a different form of character at some places on the scale. The reason the scale changes is that the trees introduce a vegetative mass that reduces the impact of development visually. As the amount of development present increases, the buffering effect declines to the point where the normal diagram and the forest diagram are the same. Figure 4.5 is an alternative form of the scale that should be used only for small areas of the City where the forest cover in open areas is at least eighty-five percent.

Figure 4.2

BASIC COMMUNITY CHARACTER SCALE

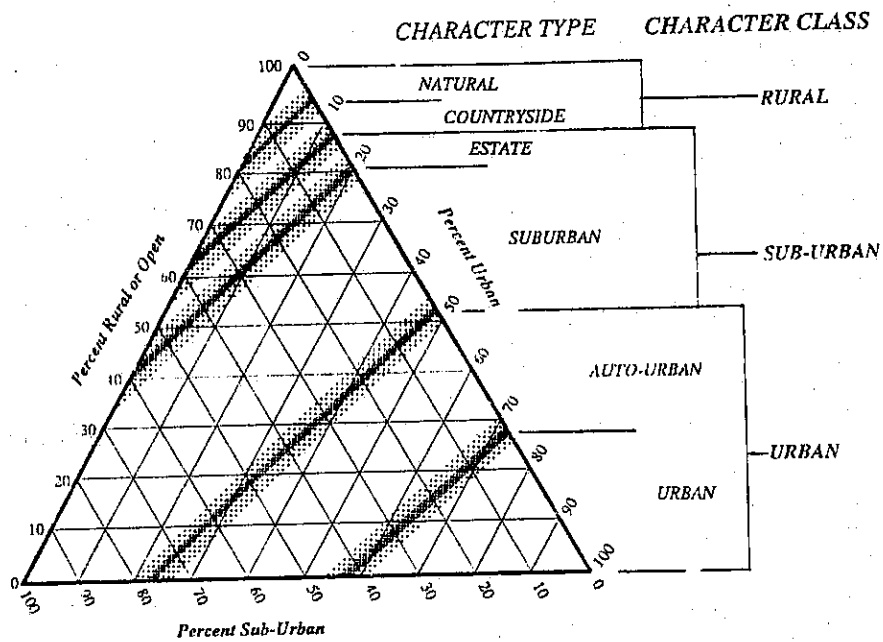


Figure 4.3

HYPOTHETICAL COMMUNITY CHARACTER SCALE

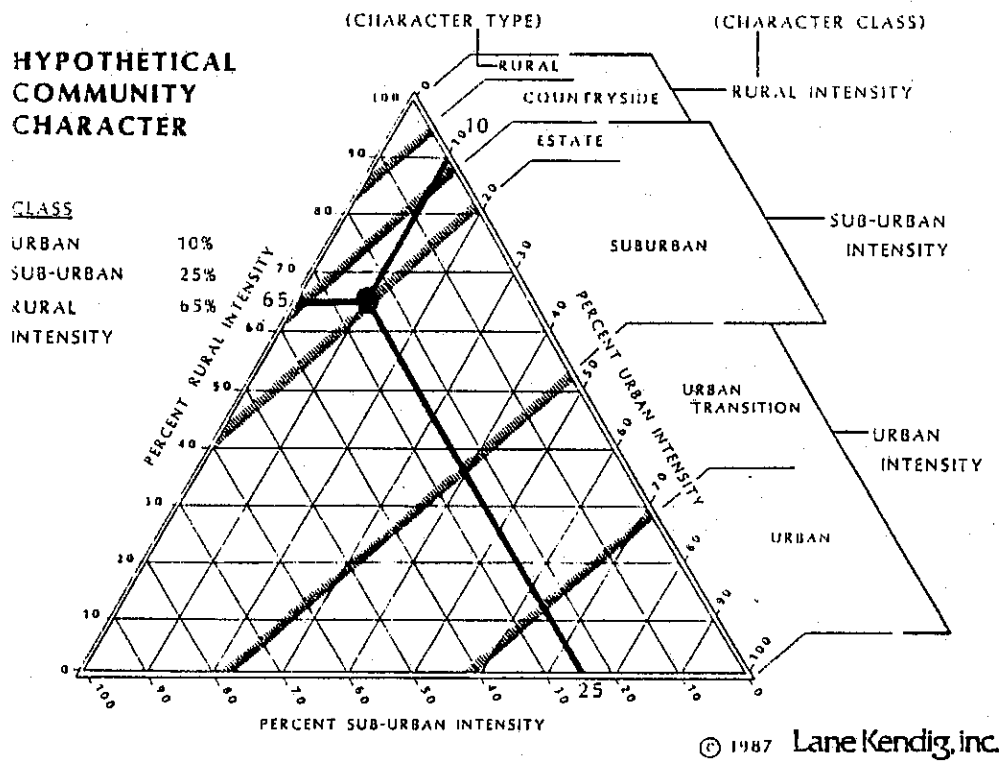


Figure 4.4

HYPOTHETICAL POTENTIAL COMMUNITY CHARACTER

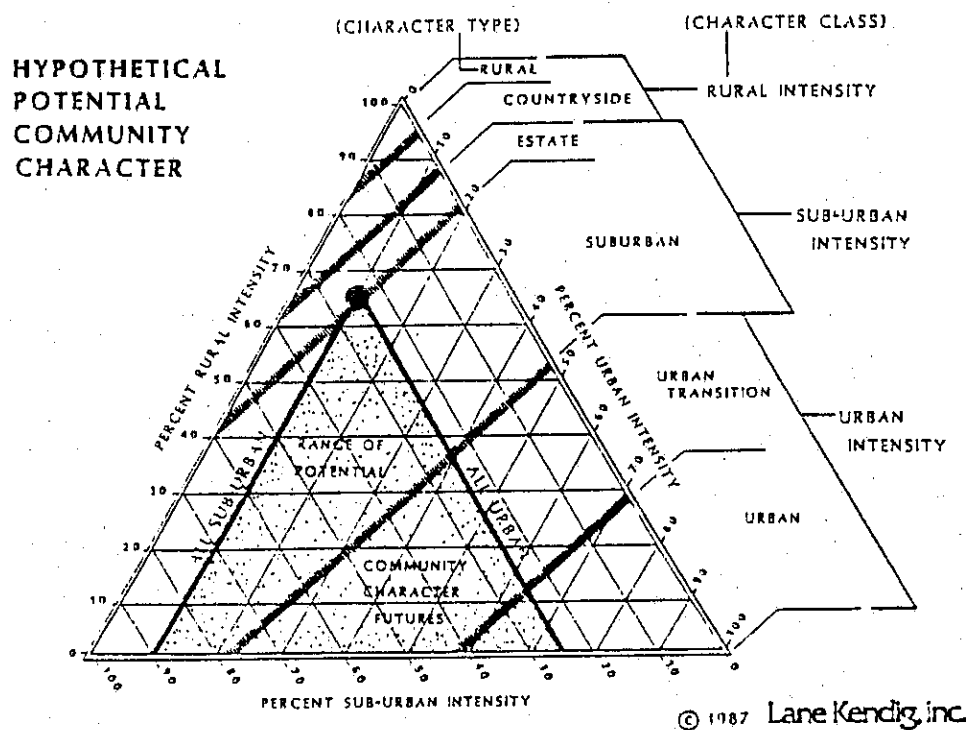
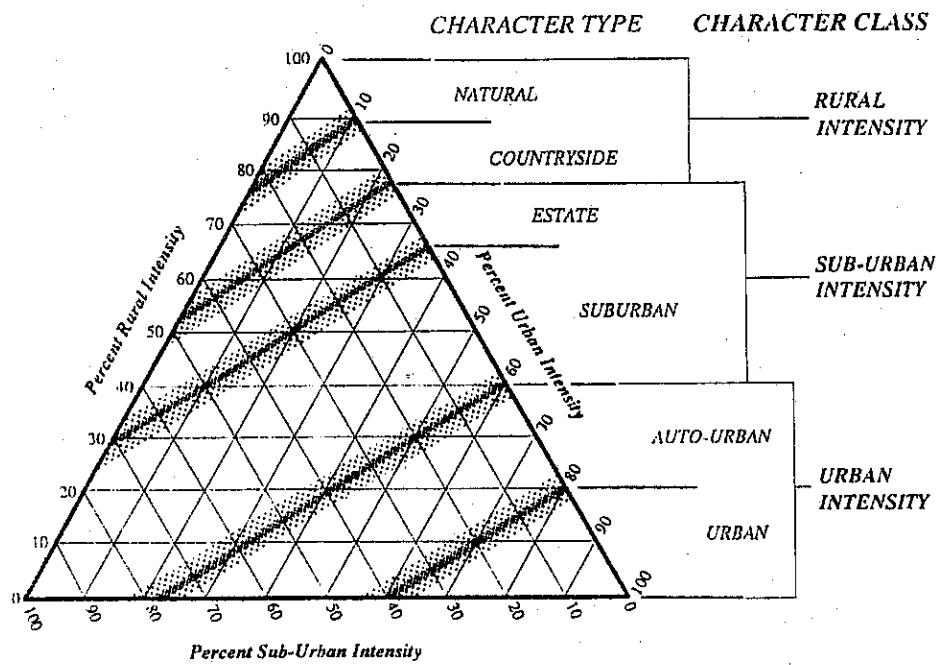


Figure 4.5

**BASIC COMMUNITY CHARACTER SCALE FOR
FORESTED AREAS HAVING 85-100% FOREST COVERAGE**



ANALYSIS OF THE CITY OF FRANKLIN'S EXISTING AND POTENTIAL COMMUNITY CHARACTER: CITY SCALE

As stated earlier, the analysis of the City of Franklin's community character was performed utilizing 1" = 400' digitized land use maps prepared by the Southeastern Wisconsin Regional Planning Commission. The land uses for the entire City area are illustrated in Map 4.1 and quantified in Table 4.2 by land use type. Figure 4.6 shows the present character of the City of Franklin as a whole based upon this land use inventory. The largest portion of the City area, about 73 percent, is classified as the rural intensity class character, about 17 percent of the City area is classified as the sub-urban intensity class character, and about 10 percent of the City area is classified as the urban intensity class character. When these values are plotted on the community character scale, the composite character type for the entire incorporated area of the City is ESTATE.

The potential unplanned community character range of the City of Franklin, as a whole, is illustrated in Figure 4.7. Not all of the land classified in the rural intensity class is actually developable. Some of the rural intensity land is part of existing residential lots; other lands which have already been preserved as open space are either parks or environmental corridors and isolated natural areas already being preserved as rural class intensity. These areas should be eliminated from consideration in predicting the character of the entire City area in the future. This limitation is shown by the line parallel to the bottom of the community character scale in Figure 4.7. The adjusted possible future growth alternative for the City lies within the triangle below the present character point and above that line. As can be seen and noted from Figure 4.7, it is possible to convert the City of Franklin into a completely SUB-URBAN intensity class community unless careful planning of the City's land uses and the resulting community character is done in compliance with the objectives, principles, standards, urban design criteria, and plans embodied in this Plan.

Table 4.2

CITY OF FRANKLIN EXISTING LAND USES: 1985

<u>Land Use Category</u>	<u>Acreage</u>	<u>Percent of Planning Area</u>	<u>Percent of Subtotal</u>
URBAN			
Residential:			
Two-Family	5.81	.03	.27
Multi-Family	152.38	.69	7.01
Under Development	164.28	.74	7.56
Subtotal	322.47	1.46	14.84
Retail Sales and Service	175.58	.79	8.08
Industrial	150.36	.67	6.92
Transportation and Utilities:			
Arterial Street	480.04	2.20	22.09
Collector and Other Streets	730.08	3.30	33.60
Other ^a	73.01	.33	3.36
Subtotal	1,283.13	5.83	59.05
Government and Institutional	241.45	1.08	11.11
Urban Subtotal	2,172.99	9.83	100.00
SUB-URBAN			
Single-Family	3013.34	13.58	79.33
Recreational: ^b			
Public	541.88	2.44	14.27
Private	243.22	1.10	6.40
Subtotal	785.10	3.54	20.67
Sub-urban Subtotal	3,798.44	17.12	100.00
RURAL			
Natural Areas:			
Water	219.98	.99	1.36
Wetlands	1606.27	7.23	9.91
Woodlands	1417.58	6.39	8.74
Subtotal	3,243.83	14.61	20.01
Quarry, Landfill, and Extractive ^d	437.26	1.97	2.70
Agriculture and Other Open Lands	12529.46	56.47	77.29
Rural Subtotal	16,210.55	73.05	100.00
TOTAL	22,181.98	100.00	

^aExcludes off-street parking. Off street parking has been included with the applicable land use category to which it is accessory.

^bIncludes only areas used for intensive outdoor recreational activities.

^cLess than 0.1 percent.

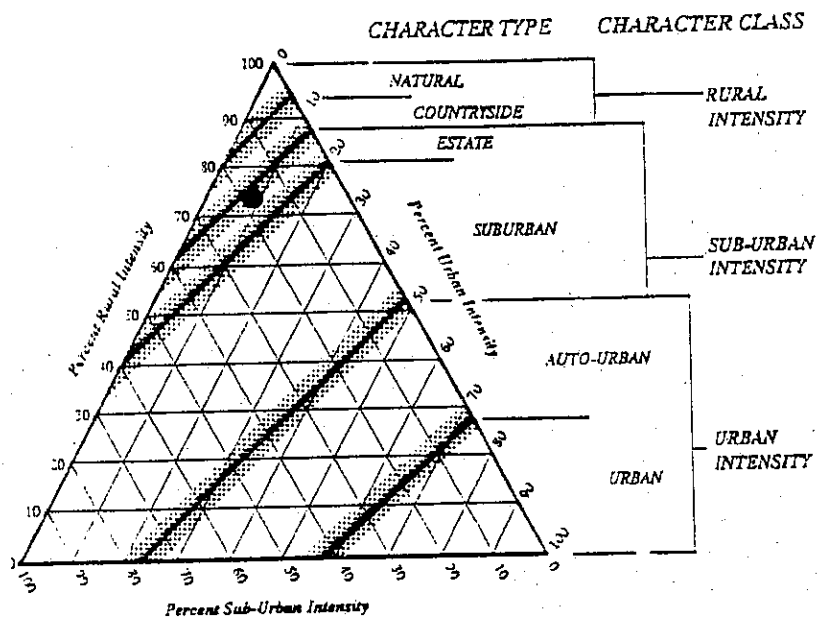
^dIncludes active and inactive areas.

^eExcluding farm dwellings.

Source: Lane Kendig, Inc. and SEWRPC.

Figure 4.6

**EXISTING COMMUNITY CHARACTER OF THE
CITY OF FRANKLIN: 1985**

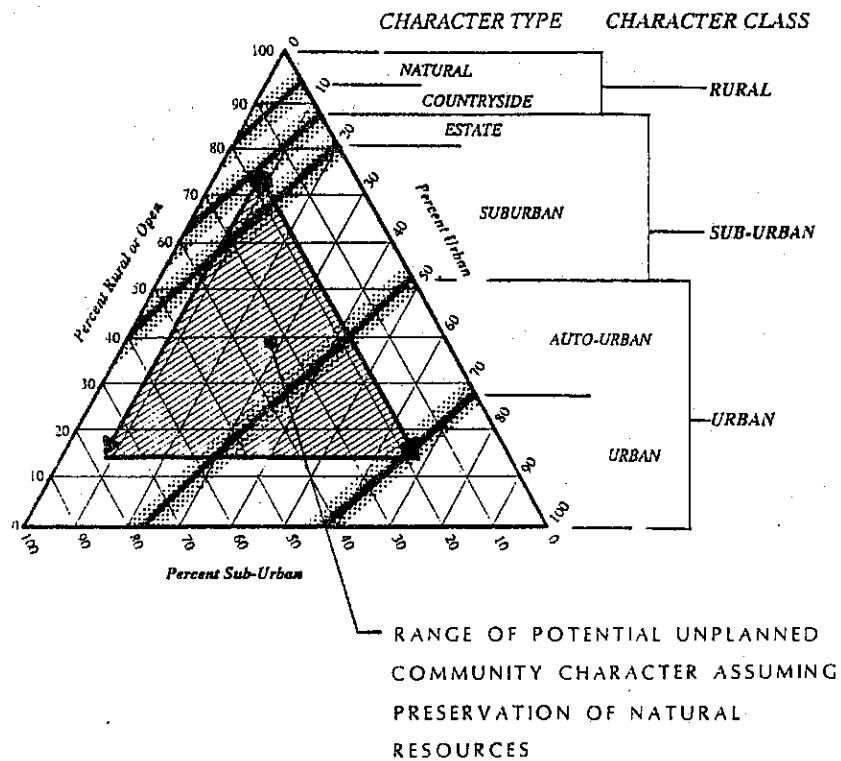


<u>Land Use Category</u>	<u>Percent of Planning Area</u>
Urban	9.83
Suburban	17.12
Rural	73.05
Overall Character:	Estate

Source: Lane Kendig, Inc.

Figure 4.7

**POTENTIAL UNPLANNED COMMUNITY CHARACTER
OF THE CITY OF FRANKLIN: ULTIMATE DEVELOPMENT**



NEIGHBORHOOD, SPECIAL PLANNING DISTRICT, AND PLANNING AREA DELINEATION

Using the concepts set forth in Chapter 6, twelve residential neighborhoods, 14 special planning districts, and seven planning areas (sub-neighborhoods) were established as indicated on Map 4.2 and listed below:

Neighborhoods:

- Forest Hills Neighborhood
- Green Valley Neighborhood
- Hales Neighborhood
- Hillcrest Neighborhood
- Hunting Park Neighborhood
- Mission Hills Neighborhood
- Monastery Lake Neighborhood
- Pleasant View Neighborhood
- Southwood Neighborhood
- St. Martins Neighborhood
- Woodview Neighborhood
- Xaverian Neighborhood

Planning Districts:

- Civic Center Planning District
- County Line Industrial Park Planning District
- Crystal Ridge Planning District
- Franklin Industrial Park Planning District
- Froemming Park Planning District
- Koepmick Lake Planning District
- Lovers Lane Planning District
- Oakwood Hills Planning District
- Oakwood Park Planning District
- Quarry View Planning District
- South 27th Street Planning District
- St. Peter's View Planning District
- Village of St. Martins Planning District
- Willow Edge Planning District

Planning Areas:

- Countrydale Planning Area
- Fitzsimmons Planning Area
- Orchard View Planning Area
- Root River Planning Area
- St. Paul Planning Area
- Country Club Planning Area
- Whitnall North Planning Area

Detailed land use and site design plans were prepared for each of these areas as presented and discussed in Chapter 8.

ANALYSIS OF THE CITY OF FRANKLIN'S COMMUNITY CHARACTER

Community character data and analyses were also prepared for each of the described delineated neighborhood areas, special planning districts, and planning areas (sub-neighborhoods) of the City. For each of these subareas, Appendix B gives the 1985 community character intensity class mixes (percent rural, sub-urban, and urban classes) and the land use type mix in acreages and percentages and Appendix C shows the community character scale for each subarea. The community character intensity classes and types for these areas are more generally quantified in Table 4.3. Existing 1985 land use for each City planning subarea is also mapped on Map 4.1.

As can be noted in Table 4.3, the overall community character of the City in 1985 was ESTATE. However, the overall character of the City cannot account adequately for the very special and unique characters of the smaller subareas of the City. In part, this is a result of the large size of the City itself--a 22,181.98 acre area representing about 34.65 total square miles. As can also be noted from Table 4.3, there are variations of character types exhibited in these various subareas of the City; community character types range from NATURAL to almost AUTO-URBAN. In order for these various subareas to retain or promote their unique individual community characters within the context of the entire City area, it is important that planning be done on an individual basis as set forth in Chapter 8. In this respect, if the entire City were planned to achieve only one single community character type overall, the results would be devastating to the very unique qualities exhibited by the various City subareas. The intent of this Plan is to maintain and plan for individual character of the City's various planning subareas as set forth in Chapter 6.

Table 4.3 indicates that, in 1985, of the delineated neighborhood areas: only the St. Martins Neighborhood exhibited a COUNTRYSIDE character; four neighborhoods--the Hillcrest, Monastery Lake, Woodview, and Xaverian Neighborhoods--exhibited an ESTATE character; six neighborhoods--the Forest Hills, Green Valley, Hales, Mission Hills, Pleasant View, and Southwood--were of a SUBURBAN character. One neighborhood, Hunting Park, exhibited a SUBURBAN character which is currently in transition to an AUTO-URBAN character type. Of the special planning districts: three exhibited a NATURAL character--Oakwood Hills, St. Peter's View, and Willow Edge; five exhibited a COUNTRYSIDE character--Countyline Industrial Park, Franklin Industrial Park, Froemming Park, and Quarry View. While the Franklin Industrial Park special planning district was COUNTRYSIDE in 1985, since that time the City has significantly expanded the Franklin Industrial Park to accommodate Phase 2 development of the Park.

Table 4.3

**COMMUNITY CHARACTER CLASS MIXES OF THE CITY OF FRANKLIN'S
NEIGHBORHOODS, SPECIAL PLANNING DISTRICTS, AND
PLANNING AREAS (SUB-NEIGHBORHOODS): 1985**

NEIGHBORHOOD/ SPECIAL DISTRICT/ PLANNING AREA	CHARACTER CLASS			CHARACTER TYPE
	% RURAL	% SUB- URBAN	% URBAN	
<i>NEIGHBORHOODS:</i>				
Forest Hills	68.67	17.14	14.19	Suburban
Green Valley	67.30	14.91	17.79	Suburban
Hales	16.54	61.48	21.98	Suburban
Hillcrest	73.88	13.96	12.16	Estate
Hunting Park	47.85	5.99	46.16	Sub. /Auto-Urban
Mission Hills	53.94	29.25	16.81	Suburban
Monastery Lake	74.10	14.16	11.74	Estate
Pleasant View	58.52	26.33	15.15	Suburban
Southwood	47.57	37.97	14.46	Suburban
St. Martins	87.03	7.71	5.26	Countryside
Woodview	78.38	8.96	12.66	Estate
Xaverian	79.23	6.32	14.45	Estate
<i>PLANNING DISTRICTS:*</i>				
Civic Center	78.80	7.88	13.32	Estate
County Line Industrial Park	88.36	1.74	9.90	Countryside
Crystal Ridge	83.06	4.65	12.29	Estate
Franklin Industrial Park	87.08	2.46	10.46	Countryside
Froemming Park	88.49	6.07	5.44	Countryside
Koepmier Lake	75.69	6.28	18.03	Estate/Suburban
Lovers Lane	42.36	20.82	36.82	Suburban
Oakwood Hills	93.13	3.34	3.53	Natural
Oakwood Park	10.60	88.73	0.67	Suburban
Quarry View	87.84	6.59	5.57	Countryside
South 27th Street	59.47	15.23	25.30	Suburban
St. Peter's View	97.55	0.59	1.86	Natural
Village of St. Martins	57.32	22.30	20.38	Suburban
Willow Edge Rural	92.48	4.15	3.36	Natural

Table 4.3 (continued)

**COMMUNITY CHARACTER CLASS MIXES OF THE CITY OF FRANKLIN'S
NEIGHBORHOODS, SPECIAL PLANNING DISTRICTS, AND
PLANNING AREAS (SUB-NEIGHBORHOODS): 1985**

NEIGHBORHOOD/ SPECIAL DISTRICT/ PLANNING AREA	CHARACTER CLASS			CHARACTER TYPE
	% RURAL	% SUB- URBAN	% URBAN	
PLANNING AREAS:				
Countrydale	32.12	55.60	12.28	Suburban
Fitzsimmons	65.43	25.44	9.13	Estate
Orchard View	65.40	23.17	11.43	Estate/Suburban
Root River	43.40	42.36	14.24	Suburban
St. Paul	85.23	4.77	10.00	Countryside
Country Club	39.30	53.52	7.18	Suburban
Whitnall North	43.10	52.61	4.29	Suburban
OVERALL CHARACTER				
CITY OF FRANKLIN	73.05	17.12	9.83	ESTATE

**In some instances, special planning districts overlap some delineated neighborhoods and/or planning areas.*

Source: Lane Kendig, Inc.

Therefore, since 1985, the overall development trend in this area has been towards a SUBURBAN character type. Two special planning districts exhibit an ESTATE character--Civic Center and Crystal Ridge. In addition, the Koepmier Lake special planning district was in transition from an ESTATE character to a SUBURBAN character. There were four special planning districts which exhibited a SUBURBAN character--Lovers Lane, Oakwood Park, South 27th Street, and the Village of St. Martins. While the South 27th Street special planning district exhibited a SUBURBAN character in 1985, significant automobile-oriented commercial development has taken place or is planned to take place in this area from 1985 through 1990. Therefore, since 1985 the S. 27th Street special planning district is in transition to the AUTO-URBAN community character type.

Table 4.3 indicates that in 1985 only one planning area exhibited a COUNTRYSIDE character--St. Paul, and only one exhibited an ESTATE type character--Fitzsimmons. While the Orchard View planning area exhibited an ESTATE/SUBURBAN character in 1985, this area is in transition to the SUBURBAN character type. Four planning areas exhibited a SUBURBAN character--Countrydale, Root River, Country Club, and Whitnall North.

It is extremely important for the City to carefully plan for the transition of some of these areas into the next higher intensity community character type or class. This is necessary to properly accommodate the forecast development growth for the City as presented in Chapter 8. The City will need to accommodate the ultimate (i.e. beyond the Phase 1, or year 2010 planning period) community character for these various subareas. Chapter 6 defines buffering and land use transition techniques that can be used.

The land use and community character analyses presented in this chapter have important implications for the development and design of this Plan as well as the detailed plans prepared for the various subareas of the City. The establishment of a planning system for the City based upon community character analysis will allow the City to measure and test various development proposals presented to the City for consideration. Community character parameters for development approval are set forth in Chapter 8 for each of the delineated subareas of the City. In addition, the system allows for the necessary legal linkage of the City's planning policies--as exhibited in this Plan and the detailed subarea plans--to the City's primary Plan implementation instrument, the zoning ordinance. To accomplish these fundamentally important linkages between the Plan and its implementing ordinances, significant amendments will have to be made to the City's current land regulatory instruments. Chapter 12 presents recommendations relative to Plan implementation and the types of changes to these instruments which will be necessary.

